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MEMORANDUM FOR: Col. Sidman P. Poole

Subject: The Future of JANIS.

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1. Whether or not the hoped-for consolidation of intelligence activities into one joint agency will be achieved, it is axiomatic that some degree of coordination must be achieved between the services if the lessons of the present conflict are to be applied, and the abuses of the pre-war chaos, avoided.

2. Topographical intelligence is a province of intelligence work peculiarly liable to wasteful duplication and useless 'empire-building.' A return to the pre-war War Department MIS Surveys, and Navy Department ONI Field Monographs, not to mention other comparable governmental handbooks of primarily geographical interest, would be absurd.

3. The editorial work of the JISPB will terminate 1 October; production of JANIS, 1 November, or shortly thereafter. If the present board is permitted to die without sharing in the transition to a peacetime JANIS, much valuable experience will be lost.

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4. It appears logical that JISPB should continue as a directing board, forming work out functionally to competent specializing agencies, but reserving for itself the editing, setting of priorities and standards, and production of JANIS.

JCS review(s) completed.

6. Several fundamental questions require consideration in proposing a permanent JISPB:

- a. What is the purpose of a peacetime JANIS?
- b. Under what authority should it operate, and to what extent should it control the research program of its contributors?
- c. To what extent should it call on extra-service, and extra-governmental agencies for contributions?
 - (1) What percentage of permanent government agencies could continue their present contributions and in what order and volume?
 - (2) What percentage of the present work is done by purely wartime agencies and how should the functions now performed by them be reapportioned?
- d. To insure an adequate flow of source material what steps should now be taken, and what basic directives be rewritten with a view to the future?
- e. What form should subsequent JANIS take?

These are only a few of the questions that must be answered. The next few paragraphs will examine them in more detail.

7. Purpose: The purpose of a wartime JANIS is to furnish the commander complete details of a particular area for the planning and execution of operations there. Failure to organize a JISPB before the present war made even the herculean efforts of the present organization, set up as it was nearly two years after Pearl Harbor, too late for full usefulness in some areas. A peacetime JANIS has, ultimately, the same purpose. However, since operations in most areas are not likely to take the extent of war, it is likely that other purposes, predominately those of peace, may call for some modifications of the present outline. Also, very few geographical areas will call for the same full fifteen-chapter treatment demanded by JAPAN or USSR. Conceivably, to strengthen the contributory basis of JANIS and to spread the cost of its preparation, the needs of State and Commerce for general geographical handbooks might be filled by the output of a broadened JISPB. The decision of this policy must come only after an exhaustive survey of various government agencies, their facilities and needs.

8. Authority and Control: Until the future course of Army-Navy cooperation is finally decided no definite directive for post-war continuance of JISPB can be issued. However, so long as the JCS stands, authority exists for an interim program of JANIS to bridge the gap between

the active projects now drawing to a close and the permanent post-war program. A clear-cut interim program which will enlist the whole-hearted cooperation of all contributors is essential for preservation of the present experience that will be so much needed after V-J Day, when many lessons will otherwise be conveniently forgotten. A clear measure of control of contributory research should be assigned to JISPB for this interim program. Ideally, the post-war JISPB will derive its authority from a JCS or a Department of National Defense, and it will be allowed some latitude in selecting contributors and in controlling their research activities in so far as they concern JANIS. A liberal budgetary allowance should be afforded the work of the board in order to avoid the difficulties of cost-accounting common to governmental agencies.

9. Contributors: The comparatively lavish facilities of wartime will not be available to peacetime JANIS. Ingenuity in exploiting new helpers, dovetailing parallel projects, searching far and wide for assistance will be required. A careful survey of intra-service and extra-service contributors must be made. The possibility of calling on universities and other institutions equipped for research for non-military contributions must be explored. A program of government subsidy of outside contributors should be considered.

a. Permanent Contributors: Certain of the present contributors to JANIS are permanent agencies, or temporary agencies likely to continue under different status. Their present contribution to JANIS in view of their present facilities, and the probable nature of their contribution and facilities in peacetime should be surveyed. Their views as to future priorities should be obtained.

b. Temporary Contributors: Certain portions of JANIS are contributed by purely wartime agencies or wartime adjuncts of peacetime agencies. Many of these are beginning to feel the pinch of retrenchment. The nature of their contribution should be analyzed and a study made of possible substitute contributors.

10. Source Material: The materials that appear, directly or indirectly, in a JANIS are legion. No single source can be relied on, even post-war, for all details. Nevertheless, the military, naval, and air attaché system will assume increasing importance as work is resumed on a peacetime basis in areas where large contingents of U.S. armed forces are not stationed. The basic details of the new attaché system are being thrashed out now. For military attachés, the Standing Instructions and for naval attachés, the Monograph Guide need to be revised as a JANIS guide with clear responsibilities assigned. Whether various civil attachés will also participate will depend on the answer to the point raised in par. 7 above. Adequate indexing and filing of all mapping film and intelligence photography, with a survey of available coverage by areas should be made before photographic aircraft and ease of access to foreign countries have passed. The matter of sources for

future JANIS really involves the whole gathering activities of intelligence. Only a centralized intelligence organization could insure economy of effort and completeness of coverage in this phase. To conclude, a study of main sources and the steps that must be taken to enlarge and improve them must be undertaken.

11. Form of JANIS: Certainly no such elaborate publication as the present JANIS could be contemplated for either the interim or the post-war JANIS. The present outline should be followed except as individual areas require different treatment. A maximum of graphic material should be included in so far as reduced facilities and funds permit. Printing should be by photo-offset; distribution, limited to not over 500 copies. Possible users should be circularized to make sure that all reasonable requirements are met and every excuse for duplication of effort refuted.

12. Interim JANIS: ONI, NIS, and OSS have prepared parts of surveys and monographs of various areas which, with additional research and revision, could be turned over to JISPB for editing as future JANIS. ONI is supposed to be currently maintaining monographs in loose leaf binders of Latin America and of other areas, based in large part on the contributions of naval attaches and observers. NIS abandoned its program of surveys in 1943; its Latin American Section (AIS-Miami Beach) had already completed considerable portions of surveys of Brazil, Chile, the Argentine, and other countries. Some of the shorter surveys had been published. OSS contracted to prepare sections of both ONI monographs and NIS surveys. All this material should be studied with a view to estimating the amount of additional research and compilation that will be involved in bringing them to a point approaching JANIS standard.

13. Priorities: Priorities for the interim JANIS should emerge from a study of the points here raised. Primary weight should be given to areas of immediate interest, secondary to areas where maximum work has already been done.

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